

8. COOPERATING AGENCIES

The environmental process involved the following cooperating agencies:

- U.S. Air Force - for environmental processing of relocation of the MoANG.
- U.S. Navy - for environmental processing of relocation of Naval and Marine Reserve Corps facilities.
- U.S. Army Corps of Engineers - for coordination of wetland impact and mitigation issues.
- Federal Highway Administration - for environmental processing of related roadway improvements.

A cooperating agency is an agency that has jurisdiction by law or special expertise regarding any environmental impact resulting from a proposed action or reasonable alternative. These agencies and the reasons for their inclusion in the process as cooperating agencies are described below.

U.S. AIR FORCE

The proposed expansion of Lambert involves the relocation and/or improvement of the MoANG, which falls under the jurisdiction of the USAF. To provide for additional terminal expansion, the Lambert development plan proposes to relocate the MoANG from its present location on the south side of the airfield to the northeast side of the airfield. The FEIS examined the potential environmental impacts associated with the relocation of the MoANG facilities and associated actions. This information will assist the USAF in meeting its specific environmental obligations.

The USAF has notified the FAA that it will prepare its own separate ROD at the appropriate time, once negotiations between the USAF and STLAA have progressed to the point that specific replacement facilities are identified and being finalized.

U.S. NAVY

The proposed expansion of Lambert involves the relocation and/or improvement of a Naval Reserve facility located on the south side of the airport. To provide for additional terminal expansion, the Lambert development plan proposes to relocate the Navy facility from its present location near the MoANG on the south side of the airfield to another site in the airport vicinity. The FEIS examined the potential environmental

impacts associated with the relocation of the Navy facilities and associated actions. This information will assist the Navy in meeting its specific environmental obligations.

The Navy's ROD preparation would be similar to the USAF's in that it will be prepared at the appropriate time, once negotiations between the Navy and STLAA have progressed to the point that specific replacement facilities are identified and in the process of being finalized.

U.S. ARMY CORPS OF ENGINEERS

The proposed expansion of Lambert has the potential to impact wetlands, floodplains, and water quality--all under the jurisdiction of the COE. For that reason, the FEIS examined the potential environmental impacts to those resources and possible mitigation concepts. The involvement of the COE in conceptual mitigation planning at the EIS stage facilitates the subsequent preparation of permits, which may be required after the preparation of detailed design plans. The FEIS fulfills the National Environmental Policy Act (NEPA) requirements of the COE.

The COE will not need to prepare its own ROD for this project. It will approve a Section 404 permit application to be submitted by STLAA at the appropriate time after design plans are sufficiently finalized.

FEDERAL HIGHWAY ADMINISTRATION

The proposed expansion of Lambert involves the relocation and/or improvement of roadways under the jurisdiction of the FHWA. These roadways include improvements to portions of I-70 and relocation of a portion of Lindbergh Boulevard (U.S. 67) through a tunnel. The FEIS examined the potential environmental impacts associated with the modification of these and other local roadways. The FEIS fulfills the NEPA requirements of the FHWA.

The FHWA asked the FAA to include the following section in its ROD, which the FHWA will adopt regarding that agency's Federal actions.

Decisions Relative to Surface Transportation Actions

Airport development Alternative W-1W will impact significant surface transportation facilities located in the airport vicinity. Alternative W-1W will require the modification and/or realignment of several local and regional roadways to accommodate the proposed expansion of the airport. Section 5.22 of the FEIS provides a summary of the anticipated environmental impacts associated with surface transportation improvements that would result from the airport development alternative. This section of the EIS was

designed to fulfill the NEPA requirements of both MoDOT and FHWA and addresses transportation impacts. Both MoDOT and FHWA assisted the FAA in the development of this section of FAA's FEIS. Only the incremental impacts of the roadway improvements are discussed in Section 5.22 of the FEIS, which is provided in a format consistent with the FHWA Technical Advisory T 6640.8A, "Guidance for Preparing and Processing Environmental and Section 303 Documents." The other portions of Section 5.0 of the FEIS address the cumulative impacts of the airport and roadway improvements. Measures to mitigate surface transportation impacts have been developed and are contained in Section 6.3.13 of the FEIS.

The proposed action is to expand Lambert-St. Louis International Airport, and Alternative W-1W was identified as the selected alternative to improve the airport. The selected alternative appears on Figures S-3 and 2.1 of the FEIS. Associated with that airport action are the following roadway location changes, along with an explanation of the proposed action and purpose/need for each of those changes:

Roadway	Proposed Action	Purpose/Need
Lindbergh Blvd (U.S. 67) [FEIS Figure 5.32]	Horizontal and vertical realignment through a tunnel 3,400' long by 6 lanes wide.	To accommodate new parallel runway and midfield terminal area, and to provide sufficient capacity to meet projected traffic demands.
Improvements to I-70/Airport Terminal Interchange and Terminal Area Roadway [FEIS Figure 5.31]	Improvements to I-70 in terminal area: improved system of access ramps and increased capacity along mainline. Re-alignment and expansion of on-airport terminal area roadway and ramp facilities, including parts of Lambert International Blvd., that provide access to terminal buildings and parking facilities.	To provide acceptable level of service by alleviating current congestion problems and accommodating future needs. To improve operational efficiency of the terminal area roadway system and provide added land area for proposed terminal expansion.
Natural Bridge Rd. (SR 115) [FEIS Figure 5.34]	Relocation of this road to the south, and relocate Natural Bridge-Lindbergh interchange immediately south of proposed Lindbergh tunnel.	To accommodate new parallel runway and midfield development and provide capacity to meet projected traffic demands.
McDonnell Blvd. [FEIS Figure 5.35]	Relocation of about 6,000 feet of Blvd., along I-70 right-of-way	To maximize the amount of land available for the relocation of the MoANG.
Missouri Bottom Rd. [FEIS Figure 5.38]	Relocation of the intersection of Missouri Bottom Rd. and Lindbergh Blvd.	To avoid conflict with the Lindbergh Blvd. north tunnel entrance/exit.
Local and neighborhood roadways [FEIS Figures 5.36 and 5.3.7]	Closure or relocation of numerous local and neighborhood roadways	To accommodate new parallel runway and midfield development. Acquisition of homes will make some roads no longer necessary.

Figure 5.29 of the FEIS provides a general location or description of area roadways that will be affected by Alternative W-1W. Figures 5.31 through 5.38 of the FEIS show individual roadway concepts, including the preferred alternative selected for each concept.

The final recommendation for the aviation-related preferred alternative selection, as well as the surface transportation-related preferred alternative selections, was accomplished through an assessment of the social, economic, engineering and environmental consequences of the alternatives, in combination with public involvement. After release of the DEIS, a public hearing was held on the airport improvements, and comments were grouped by category. Twenty-one comments were received relative to roadway improvements. Summaries of comments received on the DEIS and responses to those comments are located in Appendix V, number 27, of the FEIS.

Through the surface transportation alternatives screening process (described in Section 5.22.4 of the FEIS), it became apparent that the selected alternatives for each roadway had the least detrimental social, economic, engineering and environmental impacts. Additional discussion of the selected alternatives for roadway improvements appears in Section 5.22.4 of the FEIS. The selection of a preferred alternative to implement a solution for Lambert's capacity problems was completed in December 1997, with the concurrent release of the FEIS documentation. The FAA's FEIS review period ended on February 17, 1998.

While the aviation element of the overall project received strong opposition, the surface transportation alternatives received no strong public opposition. No notable concerns relative to surface transportation alternatives arose that would alter or prevent the selection of the preferred alignments.

Surface Transportation Alternatives Considered

A discussion of the process leading up to the selection of aviation-related facilities described in Alternative W-1W (including Runway 12W-30W) is provided in Section 5 of this ROD.

Per FHWA requirements, Transportation System Management (TSM) alternatives, such as High-Occupancy-Vehicle (HOV) lanes, park-and-ride lots, and employer-sponsored ridesharing programs, were examined. Public transit alternatives, such as bus systems and rail, were also considered. Based on the results of the evaluation process, it was concluded that the TSM strategy, and the transit strategy by themselves would not fulfill

the safety and mobility goals of this project. As such, these two strategies were eliminated from this study for further evaluation as stand-alone solutions.

It has been concluded that the No-Build Alternative does not address the purpose and need of this project. However, it was the baseline alternative for the FEIS and is required by Federal law to be evaluated in concert with the other project alternatives.

The surface transportation alternative described below was found to be the only alternative to solve the safety and capacity problems associated with the selected aviation-related elements in Alternative W-1W.

The MPS identified surface transportation elements on the proposed ALP. However, the details provided on the ALP were conceptual in nature, requiring further refinement by the FAA, FHWA, MoDOT, STLAA and the FAA's FEIS consultant as part of the FEIS. This refinement consisted of traffic capacity analyses and development of alternative concepts that would more effectively meet roadway design standards and provide acceptable levels of service for surface vehicle traffic. Projected traffic volumes were developed based on traffic count data and methodologies provided by MoDOT. For each of the roadways discussed below that will be impacted by the new Runway 12W/30W, numerous alternatives were evaluated to determine the best solution to the surface transportation problems for that affected roadway area. In some instances, only one roadway concept is provided. This is primarily due to severe constraints imposed by the adjacent roadway system, the land uses, and the existing right-of-way.

The process leading to the selection of the preferred alternative for each of these roadway areas is summarized below and discussed in detail in the FEIS, Section 5.22.2.2 and in Appendix K, Roadway Concepts. Figure 5.29 in the FEIS depicts all the proposed roadway improvements associated with Alternative W-1W. Figures 5.31 through 5.38 in the FEIS show individual roadway concepts.

Lindbergh Boulevard (U.S. 67)

The implementation of new Runway 12W-30W will create a conflict with the existing alignment of Lindbergh Boulevard. Because Lindbergh Boulevard (U.S. 67) is a principal artery within St. Louis County, all of the alternatives developed and evaluated kept this roadway in service. Four alternatives for Lindbergh Boulevard were evaluated and are depicted in Figure 5.32 of the FEIS.

Alternative D, the preferred alternative, included the construction of a tunnel for Lindbergh Boulevard underneath the proposed Runway 12W-30W between the intersection of relocated Natural Bridge Road and relocated Missouri Bottom Road.

This alternative shifts the tunnel alignment approximately 200 to 300 feet to the west of the existing alignment of Lindbergh Boulevard.

Alternative D was selected because, among other reasons: (1) the horizontal alignment provides for a 60 mph design speed; (2) the vertical alignment provides for a 65 mph design speed; (3) the relocated Lindbergh Boulevard alignment would allow construction of the tunnel to occur while traffic was using the existing Lindbergh alignment. This alternative also offered the additional advantages of allowing the TWA training facility to remain at its present site and making 50 more acres available for future airport terminal expansion.

Improvements to I-70/Airport Terminal Interchange and Terminal Area Roadways

Improved capacity and access will be needed in the terminal area to provide an acceptable level of service. I-70 improvements include an improved system of access ramps and increased capacity along the mainline. These improvements are needed to provide an acceptable level of service by alleviating current congestion problems and to accommodate future needs. Re-alignment and expansion of terminal area roadways is required to improve operational efficiency and provide additional land area for terminal expansion. These improvements are depicted in Figure 5.31 of the FEIS.

Only one alternative, depicted in Figure 5.31 of the FEIS, was considered reasonable. This alternative involves the widening of I-70, adding ramps, reconstructing bridges, and reconstructing crossroads over I-70. In addition, this alternative involves improvements to the terminal access roadway system and reconstruction of the existing elevated Metro Link guideway.

This alternative was selected as the preferred alternative primarily based on its lesser right-of-way acquisition, fewer structures, lesser roadway length, and longer distances between successive ramps when compared to the other development concepts.

Natural Bridge Road (SR 115)

Because of the development of new Runway 12W-30W, Natural Bridge Road (SR 115) will require a relocation south with a new interchange to accommodate new parallel runway and midfield development.

Due to the need to maintain service on Natural Bridge Road and because of the high costs associated with some of the other alternatives, only one alternative was retained for the relocation of Natural Bridge Road. The relocation configuration is depicted in Figure 5.33 of the FEIS.

The major consideration of this proposed element involved alternatives for the new interchange that will be required at Lindbergh Boulevard and relocated Natural Bridge Road. Five alternative interchange configurations for Natural Bridge and Lindbergh Boulevard were evaluated and are depicted in Figure 5.34 of the FEIS.

Alternative E, which was selected as the preferred alternative, will be a partial cloverleaf interchange. The primary factors that led to the selection of this interchange configuration as the best type for this location are: (1) the available ramps to/from the north and (2) the need to maintain access between the Natural Bridge Road and Lindbergh Boulevard. There is a need to provide continuous traffic flow on Lindbergh Boulevard; therefore, the traffic signal on Lindbergh Boulevard was replaced with on/off ramps. To improve operations and safety for vehicles, other modifications are also provided.

McDonnell Boulevard

The proposed relocation of the MoANG will require relocation of McDonnell Boulevard east along the I-170 right-of-way and the reconfiguration of the intersection of I-170 and Airport Road.

Only one roadway alignment alternative, depicted in Figure 5.35 of the FEIS, was found to be reasonable and practicable for this roadway. McDonnell Boulevard will remain as a two-lane roadway from the end of the extended centerline of existing Runway 30R to the intersection of Airport Road. Internal roadways between existing McDonnell Boulevard and I-170 may be modified to meet the need of the MoANG.

The airport's future land use plans call for this area to be used by the MoANG. This alignment maximizes the efficient use of this land for the MoANG and other future airport-related developments.

Missouri Bottom Road

Relocation of the intersection of Missouri Bottom Road and Lindbergh Boulevard (approximately 1,800 feet north of its existing location) will be required to avoid conflict with the Lindbergh Boulevard north tunnel entrance/exit.

Only one alternative was considered reasonable for this improvement. It is depicted in Figure 5.38 of the FEIS. The development of the new Runway 12W-30W will require tunneling of Lindbergh Boulevard under the new runway. To safely maintain a connection between Missouri Bottom Road and Lindbergh Boulevard, the intersection of these roads will need to be relocated so that it will not conflict with the north tunnel entrance/exit. This alternative was selected as preferred because the shortest distance

that will allow safe connection of this intersection is the 1,800 feet relocation to the north.

Local and Neighborhood Roadways

Closure or relocation of numerous local and neighborhood roadways will be needed to accommodate new parallel runway and midfield terminal development. Unnecessary roadways will also be removed.

Bonfils Drive - Bonfils Drive improvements that would be associated with Alternative W-1W include the realignment of Bonfils Drive from Gist Road to Natural Bridge Road. The two alternatives evaluated for this action are depicted in Figure 5.36 of the FEIS.

With Alternative B, the new roadway will be realigned so it will not travel through the proposed Runway Protection Zone (RPZ) of Runway 12W. The future road will be two lanes (approximately 4,700 feet long) and will serve as the local connector between Gist Road and Natural Bridge Road.

The primary consideration in evaluating the alternatives for this action were safety considerations involving the location and use of a public roadway within the active RPZ of future Runway 12W. FAA guidelines state that, whenever possible, roadways should be located outside the RPZ for the safety of the traveling public, as well as the safety of people and structures on the ground. For these reasons, Alternative B was selected as the preferred alternative for the relocation of Bonfils Drive.

Gist Road/Fee Fee Road - These two roadways are currently connected by a 90-degree intersection. Only one alternative runway alignment was found to be reasonable and practicable. Figure 5.37 of the FEIS depicts the preferred alternative for the Gist Road/Fee Fee Road improvements.

The proposed improvements will eliminate a portion of Fee Fee Road from Gist Road to relocated Natural Bridge Road (approximately 3,000 feet) and eliminate the existing T-intersection. The alignment of Gist Road in the vicinity of the existing Fee Fee Road intersection will be modified to provide a 300-foot turning radius. Gist Road will remain a two-lane facility. Because alternative north-south routes are available within proximity of Fee Fee Road (Lindbergh Boulevard and Bonfils Drive), the closure of Fee Fee Road in this area was determined to be the most reasonable and practicable alternative.

Summary of Proposed Roadway Development Plans for Alternative W-1W

All the above options were discussed at length during seven separate coordination meetings and six conference calls of the team overseeing the surface transportation projects. The team consisted of the cooperating agencies, FAA, FHWA and MoDOT, along with the airport sponsor, STLAA, and FAA's consultant, Greiner.

The individual roadway alternatives selected as the preferred, which make up the proposed development plan for each roadway area discussed above, are summarized as follows:

- Realignment of McDonnell Boulevard.
- Tunneling of Lindbergh Boulevard (Alternative D).
- Reconfiguration of the Lindbergh Boulevard/Natural Bridge Road Interchange (Alternative E).
- Improvements to the I-70/Airport Terminal Interchange.
- Realignment of Natural Bridge Road.
- Realignment of Bonfils Drive (Alternative B).
- Removal of approximately 3,000 feet of Fee Fee Road.
- Realignment of the intersection of Gist Road and Fee Fee Road.
- Terminal Area Roadway improvements.
- Relocation of portions of Gist Road and Fee Fee Road.
- Terminal area improvements and the relocation of Lambert International Boulevard.
- Realignment of Missouri Bottom Road.

Section 303 (Formerly Called Section 4(f)) and Section 6 Resources

There are no Section 303 (formerly called Section 4(f)) or Section 6(f) resources that will be impacted by the surface transportation elements of the overall project. The

Section 303/Section 6(f) impacts, associated with the aviation element, are discussed in Section 6 of this ROD.

Measures to Minimize Harm

All practicable measures to minimize harm have been incorporated into the decision for the selected alternative, W-1W, and its associated surface transportation elements.

The project will require approximately 24.2 acres of land for roadway right-of-way, consisting of 12 residential parcels, 7 commercial/industrial parcels, and 17 tax exempt parcels. These include six single-family residences, a 133-unit apartment complex, and the Drury Office Building. The proposed roadway improvements would not disproportionately impact low-income or minority groups. The acquisition and relocation program will be conducted in accordance with the Uniform Relocation Assistance and Real Properties Act of 1970, as amended in 1987 (*42 U.S.C. 4601*). A summary of the environmental impacts of surface transportation for Alternative W-1W follows:

Relocations	
Homes	6
Rental Units	133
Commercial Buildings	1
Population	276
Wetlands (acres)	1.8
Floodplains (acres)	2.3
Parks	0
Hazardous Material Sites	10

Section 6.3 of the FEIS provides further information regarding mitigation for surface transportation elements of Alternative W-1W. Efforts will be made to minimize disruption of communities and hardships on neighborhoods during construction of the roadway improvements through the development and implementation of a Maintenance of Traffic Plan and a Roadway Improvement Safety Plan.

Farmland impacts have been addressed. Because the area is zoned for urban uses and is fully developed, the criteria established in the Farmland Protection Policy Act do not apply and mitigation is not warranted.

Cultural resources have been addressed in accordance with regulations (36 CFR 800) implementing Section 106 of the National Historic Preservation Act (*16 U.S.C. 470*). The FAA determined that the surface transportation improvements may have an adverse effect on currently identified historic properties and additional, yet-to-be-

identified historic properties. An MOA was required for the FEIS. The MOA was developed to specify measures to be implemented to avoid, reduce or mitigate any adverse effects. The MOA also details eligibility assessment and treatment measures for any additional archaeological and historic architectural resources that may be present in the undertaking's Area of Potential Effect (APE). The MOA was prepared in consultation with the Missouri SHPO and the Advisory Council on Historic Preservation and was executed by the Advisory Council on Historic Preservation on May 29, 1998. This satisfies the Section 106 responsibilities for all actions associated with the proposed surface transportation improvements. A final copy of the MOA is included in ROD Appendix H.

Due to the proximity of the alignment to residential areas, a carefully planned and executed drilling and blasting program will be implemented. The requirements of this blasting program will be governed by local, state and Federal regulations. This program can involve the following activities: pre-blast survey, vibration criteria, contractor's blasting plan, vibration monitoring during blasting, and post-blasting survey. This type of program has been successfully used on a large number of projects, including blasting in urban areas and along natural gas and electrical lines.

Motor vehicle emissions caused by the proposed action are estimated to be well below the *de minimis* levels requiring a determination to demonstrate conformity with the SIP. Emissions from all airport-related sources were evaluated in the Final General Conformity Determination, which FAA made available on June 19, 1998.

Job construction specifications will require erosion control measures to prevent sedimentation. MoDOT's Sediment and Erosion Control Plan, as approved by the MDNR, will be implemented to prevent pollution caused by construction activities. As described in detail in the FEIS, compliance with the provisions of the MDNR's stormwater regulations and the provisions of the NPDES permit will also minimize adverse water quality impacts.

MoDOT will implement BMPs for stormwater control and comply with MDNR stormwater regulations and the provisions of the NPDES, a general permit issued for road construction projects statewide.

Wetlands have been avoided to the extent practicable. The position of the selected alternatives have been chosen to minimize impacts to wetlands. The surface transportation elements associated with Alternative W-1W will require a structure across Coldwater Creek, the relocation of a culvert crossing for McDonnell Boulevard, and possible modifications to an existing ditch system. Final mitigation measures, if required, will be decided in coordination with the U.S. Army Corps of Engineers with the assistance of the U.S. Fish and Wildlife Service. Stormwater, NPDES and COE

Section 404 permits will be obtained prior to construction of any of the proposed roadway facilities. Mitigation measures addressing stormwater NPDES and COE Section 404 permits are discussed in Section 6.3 of the FEIS.

The proposed surface transportation improvements associated with Alternative W-1W will impact approximately 2.0 acres of Coldwater Creek floodplain and 0.3 acre of Cowmire Creek floodplain. Floodplain impacts have been reduced by holding right-of-way requirements to a minimum.

Wells found during construction will be sealed to prevent groundwater pollution from construction and from future road maintenance.

The project will not have adverse effects on any Federally listed endangered or threatened species.

Noise studies as detailed in the FEIS, dependent upon final design, indicate that traffic noise impacts will be minimal because: (1) noise-sensitive sites will be part of the relocation program associated with the airport alternative; (2) remaining noise-sensitive sites will experience traffic noise from another existing roadway; or (3) noise-sensitive sites will be impacted by aircraft noise. The mitigation of noise impacts all along the roadway project is unlikely. Consideration of noise barriers for residential properties adjacent to the highway project will be in accordance with the MoDOT policy on noise abatement. Mitigation of aircraft noise impacts is discussed in Section 6 of this ROD.

Ten sites (depicted in Figure 5.28 of the FEIS) potentially involving hazardous materials and/or environmental contamination, could be impacted by the surface transportation elements of Alternative W-1W. The preferred method of mitigation for hazardous waste sites is avoidance. The sites that cannot be avoided will require additional site inspection and characterization of material releases. It is not anticipated that remediation of potential contaminants will require substantial amounts of work. Sites requiring remediation will need to have a Remedial Action Plan developed with approval by the MDNR prior to implementation.

Monitoring or Enforcement Program

The proposed project will be subject to further review by Federal and state agencies and local units of government. Some permits will need to be obtained. This review and permit process will ensure that the included mitigation measures are implemented.

Comments on FEIS

The FEIS was approved for circulation on December 19, 1997, and was distributed to the agencies and individuals noted within the document on December 22, 1997. Those receiving a copy of the FEIS were provided 30 days to respond with comments. The Notice of Availability of the FEIS was published in the Federal Register on January 2, 1998. Only one letter, from Mr. Wilfred H. Adelt, mentioned the roadway projects. No other comments on the surface transportation projects were received on the FEIS.

Mr. Adelt suggested that the Lindbergh Boulevard tunnel will negatively impact the main thoroughfare between north and south St. Louis County. The response to that comment is as follows: The FAA has coordinated the proposed roadway changes, including the tunneling of Lindbergh Boulevard, with the FHWA and MoDOT. The environmental impacts of the roadway changes are contained in the FEIS Section 5.22. The proposed tunnel will not separate ties to neighborhoods, families or local businesses, or adversely affect community cohesion. The tunnel will be built to the appropriate level of service to accommodate the traffic needs of the roadway.